

<b>APPLICATION NUMBER</b>	<b>SP/20/1199</b>
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## **DEVELOPMENT AFFECTING ROADS**

### **TOWN AND COUNTRY PLANNING GENERAL DEVELOPMENT ORDER 1992**

**Applicant:** Miss Tara Johnston

**Location:** The Old Telephone Exchange, Masonic Hall And Adjoining Land, Elmsleigh Road, Staines-upon-Thames, TW18 4PN

**Development:** Demolition of the former Masonic Hall and redevelopment of site to provide 206 dwellings together with car and cycle parking, hard and soft landscaping and other associated works.

<b>Contact Officer</b>	Charlie Cruise	<b>Consultation Date</b>	21 October 2020	<b>Response Date</b>	25 May 2021
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The proposed development has been considered by THE COUNTY HIGHWAY AUTHORITY who recommends an appropriate agreement should be secured before the grant of permission. It is recommended that the following items are covered by obligations set out within the Section 106 Agreement, or covered by suitable conditions in the absence of such an Agreement. The developer should commit to:

1. Cover the costs incurred by the County Council associated with the drafting, advertising and making of the proposed amendments to Traffic Regulation Orders, up to the value of five thousand pounds (£5000)
2. Carry out the proposed highway works in full in accordance with the submitted drawings and Drawing Number 04550-TR-0032-P1, including the reconfiguration of the junction of Elmsleigh Road and Thames Street; all pedestrian facilities; and provision of the loading and car club bays prior to the first occupation of development.
3. Ensure the provision of two car club vehicles to be based in the proposed Car Club Parking Spaces, and to ensure that these vehicles are retained for a minimum of two years following first occupation of the site.
4. Provide the first occupants of each residential unit with one year free Car Club membership and 25 miles of free travel, or an equivalent incentive to use the service.
5. Dedicate private land to Surrey County Council so that it may form part of the public highway, in accordance with Drawing Number 04550-TR-0021-P2.

### **Conditions**

1) The development hereby approved shall not be first occupied unless and until the facilities for the secure parking of bicycles within the development site have been provided in accordance with the approved plans. Thereafter the said approved facilities shall be retained and maintained to the satisfaction of the Local Planning Authority.

2) The approved Travel Plan shall be implemented upon first occupation and for each and every subsequent occupation of the development. Thereafter the Travel Plan shall be maintained and developed to the satisfaction of the Local Planning Authority.

3) The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with the approved plans for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purposes and managed in accordance with Section 4.3 of the Transport Assessment dated September 2020.

4) The development hereby approved shall not be occupied unless and until at least 20 of the available parking spaces are provided with a fast charge socket (current minimum requirement: 7kw Mode 3 with Type 2 connector - 230 v AC 32 amp single phase dedicated supply) in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

5) No development shall commence until a Construction Transport Management Plan, to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
  - (b) loading and unloading of plant and materials
  - (c) storage of plant and materials
  - (d) programme of works (including measures for traffic management)
  - (e) provision of boundary hoarding behind any visibility zones
  - (f) HGV deliveries and hours of operation
  - (g) measures to prevent the deposit of materials on the highway
  - (h) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
  - (i) on-site turning for construction vehicles
- has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

#### Informative Notes

The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

The applicant is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment.

It is the responsibility of the developer to ensure that the electricity supply is sufficient to meet future demands and that any power balancing technology is in place if required.

Please refer to:

<http://www.beama.org.uk/resourceLibrary/beama-guide-to-electric-vehicle-infrastructure.html> for guidance and further information on charging modes and connector types.

The permission hereby granted shall not be construed as authority to carry out any works (including Stats connections/diversions required by the development itself or the associated highway works) on the highway. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works (including Stats connections/diversions required by the development itself or the associated highway works) on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see [Alterations to existing roads under S278 Highways Act 1980 - Surrey County Council \(surreycc.gov.uk\)](#) and <http://www.surreycc.gov.uk/roads-and-transport/permits-and-licences/traffic-management-permit-scheme>.

### **Note to Local Planning Authority**

The above recommendation is based on the documents uploaded to the idox library on the SBC website under Planning Reference 20/01199 up to and including 20th May 2021. In addition, the response is based on the following drawings which have not been formally submitted but that do materially alter the highway works contained within the application.

04550-TR-0032-P1  
04550-TR-0033-P2  
04550-TR-0033A-P2

### **Parking**

The proposed development includes 48 car parking spaces, which is a significant shortfall when considered against the local car parking standards. Spelthorne's Parking Guidance sets out the following requirements for the units proposed as part of this development:

One-bedroom private dwelling	1.25
Two-bedroom private dwelling	1.5
One-bedroom affordable dwelling	1
Two-bedroom affordable dwelling	1.25

The Guidance sets out that relaxations may be applicable to these standards where the site is in a Town Centre location that has good links to public transport and good opportunities to make every-day journey's on foot or by cycle, with respect to the quality of the routes and proximity of amenities.

The County Highway Authority considers that the site does have good links to public transport and a good range of local amenities within walk or cycle distance, and the site therefore does meet the criteria against which a reduction in parking may be acceptable. The opportunities for sustainable travel are discussed in greater detail in the sections below.

Notwithstanding the fact that site is accessible by modes other than the private car, it is still important to assess the likely parking demand generated by the development, and where any overspill parking might occur in the event that demand exceeds the supply of on-site spaces.

The Transport Assessment includes an assessment of the availability of unrestricted parking spaces within a reasonable walking distance of the development. A further technical note dated 10<sup>th</sup> March 2021 was issued which included parking survey data from roads in the vicinity of the

site. The parking surveys were conducted on a weekday evening during the Covid-19 pandemic and associated travel restrictions. The CHA are satisfied that the survey results are suitably robust given that residential parking demand peaks overnight, and the impact of travel restrictions is, if anything, likely to result in an increase in domestic parking demand. The parking survey has assessed all roads within a 900m walking distance of the site and has demonstrated that the majority of the local roads are covered by parking restrictions.

There are very limited numbers of uncontrolled kerbside parking opportunities to the south of the site, and the majority of these are in excess of ten minutes walk from the development. The closest roads with uncontrolled parking areas are the residential roads approximately 250-300m to the south of the site – Richmond Road, and Gresham Crescent. Both roads have restrictions on one side to ensure passable width for vehicles is maintained. The parking survey data has demonstrated that these roads, and the other roads within the survey area, experience high parking stress overnight.

High competition for spaces in the small areas without parking restrictions would mean that any parking from the development that were displaced to these roads could cause a material inconvenience to existing residents. This would generally be an amenity issue and not one that would be considered by the CHA. The CHA would only be in a position to object where it is likely that the competition for spaces becomes so great that vehicles are pushed into unsafe locations. Although high parking stress on these roads in the existing situation means that any uplift in parking demand could cause issues, it is also likely to discourage prospective buyers of the proposed units from moving into the development. The CHA consider it unlikely that a prospective resident who intended to own a vehicle would move in to the development where the only opportunity to park was at least 300 metre walk from the site, and where they were not guaranteed to find a space.

Although there is (very limited) precedent from the Planning Inspectorate demonstrating that an objection to a proposal can be based on parking even where comprehensive parking restrictions are in place in the vicinity of the site, this is not generally applicable to residential car parking. Whilst drivers intending to park for a very short amount of time (e.g. to drop off children at nursery; to attend an appointment etc) may be tempted to take a chance contravening parking restrictions, residents looking to park close to their home are less likely to take this approach. Given the timescales involved (e.g. 12 hours over night) it is unlikely residents would accept the risk of receiving a penalty notice and/or causing a nuisance to highway users.

Occasional parking associated with the development, for example resident visitors, would be possible in the local public car parks. SCC understands that these car parks have significant residual capacity for most of the year, and it is reasonable to assume that any guests to the development could be accommodated within these locations for short term stays. Whilst the residents of the development would have no automatic right to permits in these car parks to allow them to use them for residential parking, the operator of the car parks (currently SBC) would have discretion on whether they do sell them annual permits. SCC would recommend that that SBC do not issue permits to residents of the proposed development, on the basis that increased parking availability is likely to increase vehicle ownership amongst residents, which may potentially undermine the objectives of the development's Travel Plan and increase traffic in the Town Centre.

On balance, the CHA considers that the proposed parking provision is unlikely to result in a severe impact on highway safety or capacity. It is also worth considering that a lower car ownership rate is likely to also reduce the number of trips undertaken to and from the site by private vehicles, which reduces the impact the development has on the local network.

Electric vehicle charging provision is proposed in accordance with SCC's Vehicular and Cycle Parking Guidance, with 40% of spaces to be provided with active charging provision. Two Car

Club bays are also proposed. SCC supports the provision of car club bays and would also require that the developer commits a financial contribution to the set up and operational costs of a Car Club service to ensure that the proposed spaces are utilised. Cycle parking has been proposed in accordance with Surrey's guidance, with one space per unit provided. The location of the cycle parking is adequately accessible.

### **Alternatives to the Private Car**

Staines Railway Station is located within walking and cycle distance of the site, although the Tothill Multi-storey car park and Elmsleigh Shopping Centre form a barrier between it and the site. For this reason, the walking route to the Station is considerably longer than the distance 'as the crow flies'. The shortest route from the site to the Railway Station is to the north of the site via Goodman Place, High Street, A308 and Station Path. This route is approximately 850m, which is very slightly over the best-practice maximum of 800m for a walkable neighbourhood. This is considered to be within the realms of an acceptable walking distance for most potential residents and visitors to the site for rail connection. The route is largely on pedestrian-only links, with the A308 crossing the only interaction with vehicular traffic. This crossing is signalised and provides suitable pedestrian crossing phases on demand. Whilst the two-phase layout of this crossing point does cause delay to pedestrians, it is unlikely to be a significant deterrent to pedestrian trips between the site and the rail station.

Staines Rail station itself is served by frequent services to range of destinations, including London Waterloo. The reasonably fast and frequent rail service on offer assists in making a walking distance of 850m acceptable to prospective residents of the site.

Bus stops are situated on Thames Street, where the southbound stop is approximately 150m walk from the site, and the northbound stop approximately 250m. These stops are served by a range of services, with reasonably frequent services to Kingston upon Thames, Hounslow, Twickenham and Heathrow. The southbound stop is not provided with a shelter, waiting facilities or real time passenger information. Addition of these facilities could improve passenger experience and encourage bus use, but it should be noted that this stop is at the end of most routes and it is unlikely many residents from the development would board a bus at this stop. The northbound stop does have an existing shelter and limited seating available, but could potentially be improved.

### **Trip Generation**

The submitted Transport Assessment estimates that the development will generate 33 vehicle movements in the morning peak, and 37 movements in the PM peak, based on survey data of other sites extracted from the TRICS database. It is likely that this is a slight over-estimate given the low levels of parking proposed. It is difficult to quantify the impact that reduced car ownership would have on trip generation, and no evidence has been provided as part of this application. The numbers calculated from the TRICS assessment are therefore considered to be robust and appropriate estimates to assess the impact of the development with. From a wider network perspective, it is unlikely that this quantity of traffic would have a material impact on the operation of the highway. The impact of this traffic is likely to be most pronounced at the junction of Elmsleigh Road and Thames Street. As part of the application, a model has been created of this junction to assess the impact of both the reconfiguration of the junction and the additional traffic generated by the development. SCC have audited the modelling and are satisfied that the inputs to the model are correct. This model has been built using LinSig software and it forecasts that the overall impact on this junction will be negligible.

### **Proposed Highway Alterations and Public Realm**

The proposed alterations around the junction with Thames Street have the potential to benefit pedestrians, particularly those using the footway on the east of A308. The existing two-phase pedestrian crossing would be replaced with a one-phase crossing, which would reduce the time

required to cross the junction. The submitted signal phasing diagram demonstrates that pedestrians will be able to cross in one movement during an 'all pedestrian' phase across the junction. Pedestrians would also benefit from additional footway and reduced carriageway widths. A revision to the scheme has reduced the impact of the proposed landscaping on the likely pedestrian desire lines, and the revised layout is considered acceptable. The specification of any planting to be contained within landscaped areas of highway must be agreed in writing by the CHA.

The full scheme of highway works on and around Elmsleigh Road have been subject to a Stage 1 Road Safety Audit and are satisfied that the items raised have either been satisfactorily resolved or can be addressed at the detailed design stage. A Section 278 Agreement will need to be entered into with the CHA to allow these works to be carried out to the public highway.